



# **Town of Moultonborough, NH**

## **VILLAGE VISION REPORT**

PREPARED BY:  
THE VILLAGE VISION COMMITTEE  
Final February 19, 2015

## VILLAGE VISION COMMITTEE

**TO:** Planning Board, Board of Selectmen  
**FROM:** Ken Bickford, Chairman  
**RE:** Village Vision Report  
**DATE:** February 19, 2015  
**CC:** Carter Terenzini, Town Administrator



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On behalf of the Village Vision Committee, I am pleased to submit herewith our Village Vision Report for your consideration.

Our group was charged with preparing a report with a vision of the Village in the future and recommendations on how to achieve that vision. We have followed an aggressive schedule over the past 11 months to complete our charge. We successfully deployed a Town-wide survey that exceeded our expectations for participation and helped guide us in our work.

I want to thank all of the volunteers, staff and experts that gave their time for this effort. Without their dedication, we could not have completed this document.

We look forward to your thoughts and stand ready to answer any questions that you might have.

### **Village Vision Committee:**

Ken Bickford, Chair (Citizen at Large)  
Richard Murphy, Vice-Chair (Village Business/Property Owner)

Cristina Ashjian (Heritage Commission)  
Josh Bartlett (Planning Board)  
Joanne Coppinger (Citizen at Large)  
Steve Holden (Village Business/Property Owner)  
Al Hume (Alternate, Citizen at Large)  
Beverly Nelson (Alternate, Citizen at Large)  
Chris Shipp (Board of Selectmen)

Don Muscavitz (former Citizen at Large)  
Bruce Worthen (Alternate, Heritage Commission)  
Jim Zelek (former Citizen at Large)  
Kathy Garry (Moultonborough Historical Society President, by Committee invitation)

# **Town of Moultonborough, New Hampshire**

## **Village Vision Report**

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# Village Vision Report

## I. Introduction

The Planning Board and Board of Selectmen have recognized that there has been no overall vision for the future of the Village. The Town has compiled several studies and reports over the years on the different issues in the Village, but no single picture has been assembled that fits all the puzzle pieces together. The following report is intended to be a detailed, more refined overall vision for the Village that presents that single picture.

## II. Executive Summary

Appointed by the Moultonborough Planning Board in collaboration with the Moultonborough Board of Selectmen, the Village Vision Committee (VVC) is charged with study and preparation of a report with "... a vision for the future of the Village and recommendations for attaining the vision..." (See **Appendix A**) Seven regular and two alternate members have met on a regular basis over the past twelve months to develop and finalize this report. The Committee envisions:

- A revitalized Village in the New England tradition with a distinctly Moultonborough character and ambiance.
- A Village that is self-sustaining, vibrant and lively, with a traffic-calmed roadway (formerly Main Street, now Whittier Highway/Route 25) where pedestrians and bicyclists safely circulate and add to the sense of activity.
- A Village that contributes to the community's economic well-being with the adaptive re-use or repurposing of existing historic structures and the addition of compatible new structures in order to create a diverse offering of quality retail and housing options, public gathering places, and municipal services.

In reaching this overall vision, the Committee received and reviewed a comprehensive packet of previous reports and studies, performed visual preference surveys, conducted a photographic assessment of the area, and interviewed a variety of experts. Topics ranged from historic preservation planning to small community sewer and water infrastructure; visiting speakers included NH DOT and DES personnel, municipal planners, housing experts and grant opportunity professionals. The Committee discussed and developed a village study area boundary map that may be the basis for recommended zone boundary and regulation changes in the future. The Committee held roundtable discussions on observations from this work and developed a conceptual village vision plan for planning purposes.

## Village Vision Report

### III. Charge and Overview

The Moultonborough Board of Selectmen and Moultonborough Planning Board created a broad based committee in January 2014 to undertake an intensive process to review and assess the many plans, reports and opinions related to the future of the area generally known as the Village, as identified in the Moultonborough Zoning Ordinance (MZO) in Section VI. C. 3a as follows:

“Commercial Zone C, The Village: Commercial Zone C is established with the intent of maintaining the character of The Village, or Corner as sometimes known, which has, through roughly 200 years of development, maintained a consistent character in massing, setback, density, and building type and design. It shall include all land within 500 feet from the centerline of the road on either side of Route 25 from Blake Road to the intersection of Route 109 South” (MZO p. 19).

The Village Vision Committee (hereafter VVC) is charged with study and the preparation of a report, to include a boundary description of and vision for the future of the Village, as well as recommendations for attaining or achieving that vision, and to present the report to the Planning Board and the Board of Selectmen. (See **Appendix A**, A Resolution Creating a Sub-Committee on a Village Vision)

### IV. Mission Statement

The Village Vision Committee shall undertake an open process to review and assess the many plans, reports and opinions related to the future of the area generally known as the “The Village” as identified in the Town’s Zoning Ordinance in order to prepare a report to advise the community as to what – if any – actions should be taken. This report will recommend a plan of action for endorsement by the community that: sets forth a boundary description of, and a vision for the future of the Village, outlines guiding principles of the effort, establishes goals to be achieved, lays out a strategy to attain those goals, and further identifies barriers and opportunities for achieving the Vision.

### V. Vision Objectives for Moultonborough Village

*A village concept that states that a village is more than the sum of its physical parts. It should be a community gathering place that also has the ability to draw visitors from outside the community. The vision is based in land development principles that invoke traditional village patterns providing services, homes and public spaces.*

**Upholding Community Values.** A revitalized Moultonborough Village affirms the values and goals identified during the 2012-14 Master Plan preparation process, including a community charrette, PB listening sessions, focus groups, BoS retreats and Village Vision meetings. Values include: choices to work and live locally, access to civic activity and natural areas, community participation and involvement, and an opportunity for economic prosperity.

**Creating Opportunities.** The envisioned Village will enhance economic potential by allowing mixed use development, in exchange for building to design guidelines, by incorporating open space and recreational features, and by promoting connectivity between uses and users. Flexibility between property owners regarding shared communications, water and sewer infrastructure should be incentivized, along with enhancement programs.

**Building Neighborhoods.** The envisioned Village would improve safety and access by creating a walkable community of residents, businesses and services in a traditional village center setting.

**Benefiting the Town.** The Village Vision Committee envisions a vibrant village center with lively public spaces, a safer roadway with circulation routes for pedestrians and bicyclists, and places to gather for community events.

**Employing flexible Standards and Design Guidance to:** Encourage the preservation of historical structures and properties while promoting their productive use, adaptive reuse or repurposing, including any necessary expansion to accommodate those uses that meet the form, function, character, scale, and streetscape of the village. Encourage preservation and celebration of cultural and natural resources within the village. Allow for creative designs and solutions. Promote diversity of uses and services that encourage walking and biking from place to place (connectivity).

**Implemented by the Planning Board through:**

Land Use, Site Design, Building Form and Design, Zoning and Site Plan Review Regulations.

**The envisioned Village connects people, uses, design and community through the use of important design considerations such as:**

- **Arrangement of buildings, pathways, landscaping and gateway treatments**
- **Civic and public spaces, and natural and recreational areas**
- **Diversity and choices in municipal services and housing**
- **Scale of buildings and function of a shared, safer, calmer roadway**
- **Emphasis on quality, less focus on uses**
- **Access and connections for pedestrians and cyclists**
- **Mixed use development and use of innovative land use techniques**

The Village Vision Committee seeks to ensure that the community and local economy are strong into the future by promoting village revitalization and redevelopment through strong advocacy, guidance, and steady and consistent planning. This vision is consistent with Moultonborough's quality of life and historic village tradition.

## **VI. Guiding Principles**

The Committee endeavored to be guided by the following principles in its work in formulating a vision for Moultonborough Village:

The vision must take into account safety, functionality, affordability, history and the uniqueness of our Town.

The vision must make sure aesthetically pleasing aspects of the village are not overlooked or undervalued.

The vision, if it addresses any new building, development, or redevelopment, must advocate for good design, proper scale and relationship to other buildings in the village, efficient use of space, and compatible design features for new or appended construction.

The vision must ensure that natural, cultural, and historical resources in the village are not overlooked or undervalued.

The vision should focus on the following measurable attributes:

- Density (as measured by homes per acre, jobs per acre, or floor area ratios)
- Distance (between land uses, and the time and cost to travel between them)
- Diversity (mix of uses)
- Design (connectivity, streetscapes, managed driveway access, accommodating multiple forms of transportation)

It should measure a vision stressing acceptance by both citizen users and by potential businesses.

The vision should emphasize that the village is a community gathering place for people.

The vision should encourage walking and biking between activities/businesses, thereby making the connection without the use of a car.

The vision should strengthen our Town's sense of community.

## **VII. Goals and Strategies**

- Revitalize Moultonborough Village through Transportation improvements, Land Use planning and initiatives, and managed Economic Development and marketing
- Preserve and strengthen the existing small-town character of Moultonborough Village, with its unique and landmark historic buildings, streetscape, scale, and ambiance
- Enhance and promote existing civic and public spaces, and natural, cultural and recreational areas within Moultonborough Village, with an emphasis on accessibility and connectivity
- Create additional community gathering places, facilities, and amenities with a focus on practicality and improving on what already exists in Moultonborough Village

### **Transportation Strategies:**

- Collaborate with NH DOT on Route 25/Whittier Highway (formerly Main Street) traffic calming measures: Narrow travel lanes to 11 feet (BoS study 2013) to reduce speed and increase safety; Construct sidewalks and crosswalks to increase pedestrian activity and safety; Consider bike lanes to provide safe travel and access for bicyclists; Install village-appropriate street lights on pedestrian scale (dark-sky compliant); Plant street trees to provide shade and enhance village appearance
- Coordinate with NH DOT on Route 25/Whittier Highway improvements: Install radar speed 'signs' at each end of the village; Create split lane village Gateway treatments with appropriate landscaping to signal transition from highway to lower speed village area (Explore pedestrian refuge / median islands)
- Town/NH DOT Route 25/Whittier Highway intersection improvements in Moultonborough Village area:
  - Construct T intersection at Old Route 109
  - Address visibility/safety at Holland Street/Route 109
- Town improvements: Create trails/pathways off Route 25 as a network for pedestrians/bicyclists, providing links to schools, town facilities, village businesses, and parks and natural areas (connectivity)
- Develop future/potential connector roads off of Route 25 in Moultonborough Village to expand the transportation network in the village area, to improve circulation and access while retaining a sense of community (South side of Route 25: Moultonborough Academy to Old Route 109, with access to school, Taylor property, and Former Village School and Skating Pond; North side of Route 25: Holland Street to Blake Road, with access to businesses and undeveloped property) Refer to **Appendix D**, Village Vision Concept Plan.

### **Land Use Strategies:**

- Use Zoning and Land Use Regulations to encourage mixed use in Moultonborough Village: higher density, smaller lot sizes and setbacks for mix of municipal, commercial, residential uses in village area
- Formulate Design Guidelines that may include incentives to manage future development

- Create Mixed Use Overlay District, and Utilize Innovative Land Use Planning Techniques: Village Plan Alternative, Infill Development, Neighborhood Heritage District
- Review and revise access management and parking on Route 25/Whittier Highway in the village area
- Negotiate community/shared parking at United Methodist Church (use would be restricted on Sundays, etc.)
- Review Town/municipal properties with public parking potential (Town Hall, Library, Taylor property)
- Identify appropriate signage and sign locations for public parking, facilities and amenities
- Explore potential sites for a Town Common or Green in a central location (Taylor property)
- Improve Sutherland Park with community amenities (picnic tables, BBQ facilities, informational kiosks)
- Explore potential sites for public restroom facilities in a central location (Sutherland Park, Taylor property)
- Improve views over Berry Pond from Sutherland Park, Route 25/Whittier Highway (coordinate with NH DOT)
- Consider lease/easement or potential purchase of former Village School property with Skating Pond
- Improve slope behind Town Hall as potential sledding hill for community recreational use

### **Economic Development Strategies:**

- Explore managed development in the expanded Village study area, called out as Proposed Development Areas on the Village Concept Plan (including residential/housing opportunities)
- Encourage re-use and re-development of existing historic buildings (rather than demolition) with compatible additions, in order to maintain existing village character, scale, and streetscape
- Invest in village infrastructure, create a village planning/advocacy group, and seek community consensus
- Investigate a Community Water System (feasibility, affordability, benefits)
- Investigate a shared septic and/or Community Wastewater System (feasibility, affordability, benefits)
- Incentivize the use of small state of the art septic disposal systems that would maximize small lot development
- Encourage a phased approach to undergrounding utilities to improve appearance of village area
- Utilize marketing strategies to promote/improve Moultonborough Village's appeal as a destination:
  - Develop a promotional brochure for distribution;
  - Explore the link between community appearance and tourism;
  - Expand on the Holiday Village Open House event (initiated by Zelek Associates, 2013/2014);
  - Revive annual Old Home Day event (August);
  - Encourage and enhance tourism support facilities (information center, motels, inns, restaurants, shops);
  - Encourage appropriate Village signage with attention to pedestrian audience (limit size/height/number of signs)



**Preservation Strategies:**

- Identify unique and significant buildings in Moultonborough Village, community landmarks that define the special character, streetscape, and identity of the village area.
- Assess the potential role of historic buildings (many presently vacant or underutilized) in village revitalization.
- Promote the use of the RSA 79-E Community Revitalization Tax Incentive (adopted in 2009) for privately owned historic village properties.
- Encourage adaptive re-use or redevelopment of historic village buildings and properties (rather than demolition)
- Recognize successfully repurposed properties, which contribute to the attractiveness of the village area.
- Consider a demolition review process to allow for potential reconsideration when a significant property may be lost.
- Initiate discussion on reuse/redevelopment of landmark buildings and properties with owners/stakeholders.

**VIII. Significant or Landmark Village Buildings (some listed, others eligible):**  
**(See Moultonborough Village Views, Appendix F)**

(CCCS=Carroll County Church Survey; MHS=Moultonborough Historical Society; NR=National Register of Historic Places; SR=NH State Register of Historic Places; \* indicates Vacant or Underutilized)

The Old Country Store/Freese's Tavern (c. 1781, NR), private ownership  
 Moultonborough Public Library (1929, expansion c. 1993, 2006)  
 Moultonborough United Methodist Church (1852, CCCS; expansion c. 1988, 2000)  
 \* Former Village School/Troop E Barracks (1926), private ownership; for sale  
 \* Adele Taylor House (c. 1820), purchased by Town 2014  
 \* Moultonborough Town House (1835; NR/SR/CCCS); Middle Neck School (c. 1900)  
 \* Lamprey House/Formal Moultonboro Inn (c. 1820, SR), MHS headquarters since 2006  
 \* Moultonborough Grange Hall (c. 1810, SR, Seven to Save List), MHS ownership since 2006  
 \* Former Country Fare Inn/Berry Pond Motel (1843, CCCS); private ownership; for sale

**Moultonborough Village Historic Buildings – Examples of Successful Repurposing:**

- Bank of New Hampshire (Emerson/Mohr House c. 1820, former Laconia Savings Bank)
- Glidden House, now Law Offices and Huggins Hospital Offices (with compatible addition)
- Lacewood Group and Professional Offices (former Dr. Ratsep home/office)
- Ledgewood Farm Market (seasonal)

**Underutilized Landmark Properties with Potential Role in Moultonborough Village Revitalization:**

- Former Village School/Troop E Barracks with skating pond: potential adaptive re-use of historic building for community or commercial use (candidate for RSA 79-E program); potential for community/recreational use; key property for village expansion/potential roadway connector south of Route 25/Whittier Highway

- Adele Taylor House with 5 acres, central location: potential adaptive re-use of historic building for community or commercial use (recommend feasibility study in 2015); potential for open space/town common/town green; key property for village expansion/potential roadway connector south of Route 25/Whittier Highway
- Moultonborough Town House and Middle Neck School, central location: both under Town ownership, and managed by Moultonborough Historical Society as ‘museum buildings’ with minimal seasonal use
- Lamprey House, central location: Moultonborough Historical Society museum, open seasonally on weekends and for monthly programs; potential for additional residential use (upper floors) that equates to additional income for the Historical Society.
- Moultonborough Grange Hall, central location: building at risk due to structural condition and continued vacancy, Moultonborough Historical Society stalled progress in planning for future of building since 2012; potential adaptive re-use of historic building for community or commercial use (candidate for RSA 79-E program)
- Former Country Fare Inn/Berry Pond Motel, corner location: potential adaptive re-use of historic building for commercial use (candidate for RSA 79-E program); potential for additional residential use, tourism facility

## **IX. Identification of Barriers and Opportunities**

### **Existing Land Use**

Refer to **Appendix B**, Existing Land Use Map for village area uses.

### **Building Conditions**

Please refer to **Appendix G**, Village Buildings and Property Assessment Matrix for information regarding building conditions, reuse potential, past use and current use, building area and parcel size.

### **Reuse of Vacant or Underutilized Historic Buildings**

84% of respondents to the Village Vision Survey agreed that “When planning for the future, it is important to preserve and encourage the use of historic buildings in the ‘village’ area.” Following recommendations from prior studies (MP 2008; Charrette 2012) and recent VVC presentations, the Town (and Heritage Commission) should initiate discussion in 2015 on planning for the reuse/redevelopment of key vacant and/or underutilized historic buildings in Moultonborough Village, many of which are community landmarks. Some of these properties are Town-owned (Moultonborough Town House, Middle Neck School, Adele Taylor House), while others are privately owned (Moultonborough Grange Hall, Lamprey House, Former Country Fare Inn, Former Village School). The Moultonborough Historical Society and other stakeholders should participate in this effort.

A few historic buildings (Old Country Store, Moultonborough Town House, Lamprey House, and Moultonborough Grange Hall) are formally recognized for their architectural or historical significance (National Register of Historic Places, NH State Register of Historic Places, NHPA Seven to Save List). Other historic buildings retain integrity and are likely eligible for such honorary designations (Adele Taylor House, Former Village School, Former Country Fare Inn), which not only recognize the historical significance of properties, but also are the primary requirement for desirable grant funding (building condition assessments, feasibility or re-use studies, rehabilitation work). The Adele Taylor House is a prime candidate for a feasibility study, as already recommended by the Taylor Property Use Committee (2013), and such a study should be pursued in 2015.

Programs such as RSA 79-E, the Community Tax Relief Incentive (adopted in Moultonborough in 2009) should be promoted for potential redevelopment projects (the Moultonborough Grange Hall, Former Country Fare Inn, and Former Village School are prime candidates). The NH Preservation Alliance is available to assist the Town with strategies for preservation, re-use, and redevelopment of key historic village properties, which would serve the goal of village revitalization and enhanced downtown vitality. Additional planning tools to maintain existing village character and to manage future development should be seriously considered by the Town in 2015, including a demolition review process, design guidelines, and the potential for and advantages of establishing a Neighborhood Heritage District (rather than a traditional historic district) for the village area.

## **X. Strategy for achieving the Vision**

Specific Action Steps are as outlined in the Village Vision Element Matrix in **Appendix E**.

Please refer to **Appendix D**, Village Vision Concept Plan for a conceptual map representative of the committee's overall vision for the village area.

### **Potential Zoning Ordinance and Site Plan Review Regulation Changes**

#### **Mixed Use Overlay District**

A Mixed Use Overlay District is intended to promote the development of a pedestrian oriented, mixed-use district in which a variety of complementary retail, commercial, office, civic, and residential uses are permitted. The District is further designed to encourage innovative (given today's zoning paradigm), traditional mixed-use development. Some consequences of a compact, mixed use overlay district are a reduction in sprawl and segregation of similar or complimentary land uses, and an encouragement of more efficient use of land and public services by promoting a compact settlement pattern and mixed use. It also discourages the development of businesses that contribute to traffic congestion and/or disrupt the pedestrian environment, such as drive-in and drive-through businesses, automobile service stations, and new and used vehicles sales or service establishments that are typically seen in strip type developments. Further, use of a mixed use overlay district encourages shared parking facilities, rather than separate off-street parking facilities for each individual use, and promotes the creation of community gathering places which are oriented to pedestrians, thereby promoting citizen security and social interaction. It reinforces physical, visual, and spatial features in keeping with a New England village through the consistent use of design and dimensional criteria. Such design criteria shall harmoniously relate the design features of structures and developments to each other, resulting in a coherent overall pattern of development. Finally, a mixed use overlay district discourages businesses that create objectionable noise, odors, or glare.

The Mixed Use Village Overlay District (MU VOD) concept allows the Town to meet affordable, appropriately-scaled housing goals and create compatible retail and commercial space (not "strip malls"). An MU VOD would permit small to moderate economic development uses and residential uses designed in a village setting and scale. This type of district would have strong pedestrian connections, consistent architecture, and small scale structures. It would permit uses such as retail, service and office, but limit the size and bulk of these uses so as to be consistent with village character. It would allow for top of shop (second story) housing at a higher density than what is currently allowed. The setbacks would be reduced to allow parking to be to the rear or sides of structures. Parking would be reduced, as current parking requirements tailored to individual uses are too high. It would allow multiple buildings, as the current zoning only permits one building per lot which forces one large building. By allowing multiple buildings, it would create small scale structures which would be more consistent with the village character.

The Mixed Use Overlay District is a mapped zoning district that imposes a set of requirements in addition to those of the underlying zoning district. In this case, the underlying zoning districts initially would be C-Village (entire), RA-Residential-Agricultural (portions), B-Commercial and A-Commercial (portions). In an area where an overlay zone is established, the property is placed simultaneously in the two zones, and the property may be developed only under the applicable conditions and requirements of both zones. It is intended that existing uses maintain conformity with underlying zoning standards. Any expansion or renovation of existing uses must comply with underlying zoning

standards. Any redevelopment or new development shall conform to the Mixed Use Overlay District standards. In the event there is a conflict between the requirements of the two zones, the requirements of the Mixed Use Overlay District shall govern.

The Committee recommends that the Planning Board develop and implement a version of this ordinance tailored to Moultonborough as an overlay district comprised of the village area as identified by the Committee in **Appendix C**, Village Boundary Study Area Map.

### **Village Plan Alternative**

The Village Plan Alternative (VPA) is a planning tool that promotes traditional style compact development with a mix of land uses, including residential, small-scale commercial, recreation and conservation in close proximity to one another within a village setting. It is designed to implement the specific provisions of RSA 674:21.VI (a) to allow for the creation of new villages with mixed used development that is scaled to the smaller populations and lower density of New Hampshire towns or the revitalization of existing villages through infill development, adaptive reuse or “ring/nodal” expansion.

The ordinance was designed to respond to the economic, environmental and social consequences (aging population-out migration of younger population) of conventional large lot zoning that segregates the locations of work, home, and recreation, is the antithesis to traditional New Hampshire villages, and produces a sprawling development pattern. The VPA addresses these economic, environmental and social consequences by promoting common sense, traditional principles of compact, mixed-use development, preserving the working landscape, and protecting environmental resources. These principles were employed by common sense people before there was any land use regulation in the state, however, with the advent of zoning and other land use regulations, these core principles were lost. Now, there is an opportunity to make land use ordinances and regulations work for the community to help bring back the more compact, vibrant villages of the past, but with the usability of the times we live in.

The VPA is based on the best examples of village design and Traditional Neighborhood Design (TND), scaled to a rural setting. The ordinance includes provisions to require design at a human scale by providing for pedestrian access, clear delineations of public and private spaces, and connections between residential and small-scale retail areas. Provisions are included in the VPA to protect open space, provide access to parks and public spaces, and preserve and enhance the unique small town character of a modern village.

### **Appropriate circumstances and context for use**

The VPA is most appropriate as an option where the development is of a size and location where a new village or an extension of an existing village would be an appropriate outcome. A secondary, but no less important benefit of using the VPA would be to conserve a network of contiguous, open-space lands, such as un-fragmented forest blocks or wildlife corridors, as well as to protect specific sensitive historic and environmental resources.

The VPA has been likened to cluster or open space zoning, however it differs from that type of zoning in two ways: First, a mixed-use village component is included in the VPA, and second, the VPA requires a 20/80 split in the amount of developed land versus the amount set aside for conservation. The VPA differs from a Planned Unit Development, which is also listed as an innovative land use control, because the VPA requires the 20/80 split, and because the VPA was designed to create a smaller, village-like development compared to the larger new town development that the PUD was originally modeled on.

The draft ordinance, attached to this report as **Appendix J**, applies to towns lacking public water and sewer infrastructure, and allows septic systems and wells to be located in adjacent open space areas. DES approved innovative septic systems, which may use smaller areas of land and can be sited within small lots, are encouraged, as are community wells and community septic systems, with appropriate safeguards and legal review of maintenance and ownership documents by town counsel.

Depending on desired outcomes such as higher density and/or mixed use development or preserving an existing historic village setting for adaptive reuse, the Town may wish to adopt portions of this ordinance, such as the dimensional requirements or design standards, and not the entire VPA draft language.

The Committee recommends that the Planning Board develop and implement a version of this ordinance tailored to Moultonborough as an overlay district comprised of the currently vacant lands surrounding the village area core.

### **Infill Development**

Infill development in its simplest form is the development or redevelopment of land that has been bypassed, remained vacant, and or is underutilized as a result of the continuing development process. Infill development can occur anywhere that a parcel of land is underutilized or misused compared to the surrounding land use activities, such as village settings, town centers, or areas with development that the master plan designates for higher densities. It is often a component of mixed-use development and is a technique that is frequently used in housing strategies to provide affordable housing or to fulfill the need for various types of housing. In addition to its role in housing strategies, infill development plays a critical role in the conservation of land, the creation of community gathering places, and provides an alternative to sprawl.

The purpose of this section is to explore the issues associated with the promotion and implementation of infill development and to highlight its relationship to other potential regulatory changes designed to further the Village Vision.

### **Appropriate Circumstances and Context for Use**

There is no single technique to implement infill development. There are however, two common approaches that are often used to promote it. The first involves the development of a special district within a particular zone. This approach identifies the specific areas within a municipality that are subject to the infill development ordinance. The second method involves identifying areas of infill development by definition. In this instance, the zoning ordinance applies to those areas of a community that meet a set of defined criteria for an infill development project. This type of ordinance could be assigned to the expanded Village area.

Often this type of ordinance is tied to “adaptive reuse” or “redevelopment” of an area, such as the Village. In both instances, a community may also choose to further enhance a zoning ordinance by identifying design guidelines within the Site Plan Review Regulations.

The key to the successful implementation of infill development is flexibility, both in zoning and in the design standards for existing and proposed infrastructure, such as buildings, roadways and parking.

While not an exhaustive list, the questions below can help determine if infill development is appropriate for the Village.

1. Will the infill project improve the appearance of the immediate area and contribute to the economic vitality and/or redevelopment of the area and local economy?
2. Will the infill project make use of underutilized infrastructure or make better use of existing infrastructure, including, but not limited to: the transportation system (public transportation, sidewalks, and roads); sewer, water, and other utilities; and proximity to other buildings and uses that can increase visitation or usage (library, museums, cultural centers and etc.)?
3. Will the infill project make the Village more pedestrian friendly and a more inviting place to be?
4. Will the infill project create jobs, improve the housing supply, provide open space and/or contribute to the improvement of the Village in any other way?
5. Will the infill project provide tax revenue directly or indirectly as a result of new investment in the Village?
6. Will the infill project provide or encourage better utilization of other land in the community such as reducing sprawl and preserving land for farms and other open spaces?
7. Will the infill project fill an apparent visual void that currently exists within the existing built environment?
8. Will redevelopment of the land assist in cleanup of the site?

Understanding the benefits and potential barriers to implementing infill development can help the Town develop an ordinance and/or design standards that meet the needs of the community while allowing for successful infill development to occur.

The Committee recommends that the Planning Board develop and implement a version of this ordinance tailored to Moultonborough as an overlay district comprised of the village area.

### **Neighborhood Heritage District**

Neighborhood Heritage Districts offer a more flexible alternative to local Historic Districts (as distinct from National Register Historic Districts). Neighborhood Heritage Districts (NHD) differ in two primary ways: 1) they are administered by the Planning Board with assistance from an Advisory Committee (in contrast to a separate Historic District Commission), and 2) their primary purpose is to protect an area's overall character rather than specific architectural features and details. They are most often initiated at the grass roots level by a neighborhood association or group that can generate widespread support for such a measure and help assure its adoption. Through a customized set of guidelines and standards, and a team approach of advisory committee and the municipal planning board, NHDs review and regulate proposed change in a limited range of circumstances—usually new construction, demolition, major additions, and removal or installation of major landscape features.

This land-use tool has been in use in other states since the early 1980s. Elsewhere it is frequently called a Conservation District or Neighborhood Conservation District because the emphasis is less on preserving specific features and details of buildings and more on conserving the overarching characteristics of a neighborhood or area, or in the Town's case, New Hampshire village motif. Resources in such a district do not have to be 50 years old or older, as is typical with traditional historic districts, but the designated area must convey some aspect of the community's historical, architectural, or cultural heritage; i.e. the village.

Goals in creating a Neighborhood Heritage District may include protection of rural character, encouraging compatible new investment, reviewing demolition plans, stabilizing property values, limiting unsympathetic commercial encroachment, or maintaining traditional scale, form or uses. NHDs are most often adopted as an overlay to existing traditional zoning.

The Committee recommends that the Planning Board develop and implement a version of this ordinance tailored to Moultonborough as an overlay district comprised of the village area.

## **XI. Overview of VVC Process (see Appendix H, Committee Minutes & Member Documents)**

**March 4, 2014:** Committee Orientation; Review of Past Reports and Studies (see online links) with input from Bruce Woodruff, Town Planner; Carter Terenzini, Town Administrator; Doug Greiner, Landscape Architect; Remarks from Joel Mudgett, Chair of Moultonborough Board of Selectmen; Police Chief Len Wetherbee; Road Agent/DPW Scott Kinmond; request that VVC members submit photographs of village buildings/places

Study Documents: *Moultonborough Master Plan Update* (2008); *Master Plan Process, Survey, Input Sessions* (2014); *Moultonborough Zoning Ordinance (MZO)*; *Village Sidewalk Study: Conceptual Design Report* (2013); *Safe Routes to Schools Travel Plan* (2010); *Moultonborough Village Charrette Report* (2012); *LRPC NH Route 25 Corridor Study* (2007); *Blue Ribbon Commission Report* (2011); *Adele Taylor Property Use Report* (2013)

**March 25, 2014:** Visual Preference Survey exercises (building design, traffic calming, wayfinding/signage, landscaping, sidewalk/trees/streetlights, public art, gathering places); Presentation on Views on the Role of Government in Economic Development; Discussion on Village boundaries

Handouts: *Design Manual for Small Towns: Transportation and Land Use Strategies for Preserving Small Town Character* (2004); Village Land Use Maps; LRPC *Smart Growth Audit, Moultonborough* (2006); “Community Visioning” Chapter 5 from SNHPC *Preparing a Master Plan for Your Community* (2004)

**April 8, 2014:** Discussion of Visual Preference Survey exercise; Discussion on Village boundaries; Discussion on traffic data using ‘Comparable Villages with State Highway Main Streets’ document, DOT right of way Route 25, sewer expansion, septic and well locations, storm drain/culverts locations, school architect

**April 21, 2014:** Approval of Village boundaries (VVC study area) for Village Boundaries Map (**Appendix C**); Discussion and consensus approval of VVC mission statement, work plan development, public input and a potential VVC survey

Handouts: Town of Moultonborough Application for Community Tax Revitalization Tax Relief Incentive (RSA 79-E); NH Preservation Alliance Flow Charts, RSA 79-E; NH Preservation Alliance ‘What is a Neighborhood Heritage District?’ and ‘Heritage Commissions, Historic Districts, and Neighborhood Heritage Districts’

**May 6, 2014:** Presentation ‘Moultonborough Village Views’ (Heritage Commission, **Appendix F**)

Presentation by Maggie Stier, Field Service Representative, NH Preservation Alliance: ‘Preservation Planning: What Every Planning Board Member Needs to Know’: Historical Resources and the Master Plan; Role of Heritage Commissions; National Register of Historic Places and State Register of Historic Places designations; Locally Designated Historic Districts, Neighborhood Heritage Districts (NHD); Certified Local Governments; Demolition Review; Architectural Design Review; Site Plan Review, Section 106 Review; Preservation Easements; Incentives – Federal Preservation Tax Credit; RSA 79-D (barns) and RSA 79-E (downtowns); Grant programs including LCHIP, Moose Plate; Community Development Block Grants, USDA, CDFA

Presentation/Discussion with CR Willeke, NH DOT Project Manager, and Mike Izard, Senior Planner, LRPC re: DOT right of way Route 25, DOT support and collaboration on local projects, context-sensitive design

Handout: ‘Site Design/Land Use and Transportation Components’ document prepared by SRPC (2010)

**May 20, 2014:** Finalization of Village Vision Survey questions, Discussion of survey distribution method

Handouts: Memo KV Partners: Small Community On-Site Wastewater Systems; ‘Small Community Wastewater Cluster Systems’ document

**June 3, 2014:** Presentation/Discussion with Ray Korber, KV Partners, on small community sewer system infrastructure (key considerations and success factors for constructing, operating and maintaining a community on-site wastewater system); Discussion of VVC draft documents, work plan, and survey distribution costs

**June 17, 2014:** Discussion on draft Action Plan, draft Work Plan

**July 1, 2014:** Discussion of Town of Dublin NH Oval project (procedure, history) and SAU water supply; Discussion on draft Action Plan; Discussion of need/usefulness of an inventory of Village businesses

**July 29, 2014:** Walk of Village with DES personnel 6-7 PM (map handout on Wellhead Protection Areas).

Presentation/Discussion with Rick Skarinka and Christine Bowman, NH DES Water Quality Bureau on small community water/filtration systems; Input from Ken Miller, Capital Well in Gilford.  
Presentation by Donna Young, Executive Director, Eastern Lakes Region Housing Coalition (Low Income Housing Tax Credit grant/Affordable Housing Programs; LCHIP grants; CLG program; Moose Plate grants; RSA 79-E); Discussion of pathways off Route 25 and potential roadway from the Academy to Old Route 109

**August 26, 2014:** Review/Discussion of draft Guiding Principles document (August 6), Report Outline document (June 16); Discussion of Survey status; Issue of Gym Facility Site Study and relevance to VVC work

**September 8, 2014:** Discussion of underground utility infrastructure possibilities (Memo from Ray Korber, KV Partners, with summary of investigations into relocating overhead utility lines in Moultonborough Village below grade); Discussion with landscape architect Doug Greiner on emerging vision and concept plan

**September 23, 2014:** Presentation/Discussion with Kyle Barker, AIA, WarrenStreet Architects, on village appropriate housing possibilities and limitations with current zoning; Discussion of VVC Survey and BoS request to delay its distribution/put it on hold until the UNH Recreation Survey is completed

Handouts: Promotional/Marketing Brochures – Center Harbor Village Map; Cornish Maine; Historic Main Street Chichester NH; Franconia Village History Walk; Town Greens (*Yankee Magazine*)

**October 7, 2014:** Discussion of draft VVC documents, including Ken Bickford and Richard Murphy reports (**Appendix H**); Discussion of Survey status, potential distribution with late November deadline

Handouts: NH Preservation Alliance, ‘Investing in NH Communities’; NH Division of Historical Resources, ‘What are Historic Districts Good For, Anyway?’

**October 28, 2014:** Discussion of draft VVC report (survey results are not yet available); Village Buildings and Land Assessment Inventory to be prepared by Josh Bartlett and Planner Bruce Woodruff; request that VVC members to mark up Village maps for discussion at next meeting

**November 20, 2014:** Village Concept Plan Exercise, with consensus that the resulting VVC Village map be given to landscape architect Doug Greiner to prepare a proper concept plan for ongoing revision. Discussion of potential methods to implement the emerging VVC vision: Mixed Use Overlay, Village Plan Alternative, Neighborhood Heritage District, and other planning tools. Discussion of draft VVC report and draft Village Buildings/Property Assessment Inventory; Discussion of preliminary results of VVC Survey (355 responses)

**December 8, 2014:** Presentation/Discussion with Road Agent/DPW Scott Kinmond on potential village pathway construction, lighting, maintenance, easements, and liability issues. Review of draft Village Vision Concept Plan, and consensus that a spreadsheet or matrix be developed, showing priorities, responsible parties, and cost estimates; Discussion of preliminary results of VVC Survey (1180 responses)

**December 16, 2014:** Discussion and revision of draft Village Vision Element Matrix; Discussion of draft VVC Report, request that VVC members return marked-up copies of the draft report to Bruce Woodruff; Discussion of preliminary results and emerging trends of VVC Survey (1503 responses)

Handouts: US DOT/Federal Highway Administration, Chapter 3 Excerpt ‘Lane Width’; ODS/Highway Safety Committee Memo 10/15/13 (Village area width lane narrowing concept); BoS Minutes 12/6/13; PSU, *A Tool for Your Town: New Hampshire’s Community Revitalization Tax Relief Incentive* Report (2014)

**December 29, 2014:** Review and revision of draft Vision Element Matrix; Discussion of final VVC Survey results and trends (1633 responses, 624 with written comments)

**January 20, 2015:** Discussion and revision of draft Executive Summary packet (Executive Summary; Final Results VVC Survey; Village Vision Element Matrix; Village Vision Concept Plan)

**January 26, 2015:** Final Review/Approval of Executive Summary packet for BoS/PB

**February 10, 2015:** Review of final draft report of the committee.



**February 19, 2015:** Final review and approval of the revised draft report of the committee.

## XII. Resource Material

A list of all the [online](#) reference documents and reports follows:

<a href="#">Adele Taylor Final Report</a>	<a href="#">What is your Village</a>	<a href="#">Village uses parcel lines (aerial view)</a>
<a href="#">Smart Growth Audit – August 2006</a>	<a href="#">Design Manual for Small Towns</a>	<a href="#">Ashby Village Center Vision Preference Survey</a>
<a href="#">Village Vision Members preference photos</a>	<a href="#">Village Vision Committee Work Plan</a>	<a href="#">Village Area Boundary Map</a>
<a href="#">Village Area Land Use</a>	<a href="#">Village Vision Survey</a>	<a href="#">Village Vision Views</a>
<a href="#">Village Vision Meeting Materials</a>	<a href="#">Small Community Sewage Systems</a>	<a href="#">Village Vision Action Plan Draft</a>
<a href="#">Village Vision Report Outline Draft</a>	<a href="#">Final Moultonborough Village Charrette Report</a>	

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New Hampshire Preservation Alliance. ***Preserving Community Character: A Preservation Planning Handbook for New Hampshire***, 2006.

Hengen, Elizabeth Durfee with Carolyn Baldwin. ***Neighborhood Heritage Districts: A Handbook for New Hampshire Municipalities***. New Hampshire Division of Historical Resources, December 2008 (online at DHR).

Ohm, Brian W., James A. LaGro Jr. and Chuck Strawser. 2001. A model ordinance for a Traditional Neighborhood Development.

Plymouth State Graduate Studies Historic Preservation Program. ***A Tool for Your Town: New Hampshire's Community Revitalization Tax Relief Incentive***, June 2014 (online at DHR).

**Appendix A**  
**TOWN OF MOULTONBOROUGH**  
**A Resolution Creating**  
**a**  
**Sub-Committee on a Village Vision**

**1.) Purpose and Intent**

The purpose of this resolution is an order to create a broad based sub-committee to undertake singular process to review and assess the many plans, reports and opinions related to the future of the area generally known as the “The Village” as generally identified in the Town’s Zoning Ordinance; and to prepare a report, which includes a vision for the future of the Village and recommendations for attaining the vision, to advise the Planning Board.

**2.) Authority**

This resolution is adopted pursuant to the authority of the Planning Board to prepare plans for orderly development of the community.

**3.) Definitions**

Words used in this Order shall be defined by the common usage under New Hampshire Statute unless otherwise defined herein. Wherever the masculine gender is used it shall include the feminine and vice-versa. Shall is mandatory; may is permissive or discretionary

**4.) Composition & Term**

**a. Members, Appointment and Removal**

The Committee is to be comprised of seven full members and two alternates drawn from and appointed as follows:

One from and appointed by each of the following boards:

Planning Board

Board of Selectmen

Heritage Commission

Property Owner from “Village”\*

Business Owner from “Village”\*

2 Citizens\*\*\* At Large\*

2 Alternates drawn from Citizens At Large\*\*

\* Appointed by majority vote of the Planning Board

\*\* Appointed by majority vote from the SelectBoard

\*\*\* The term “citizens” means residents or taxpayers

## Sub-Committee on a Village Vision Continued

Note: Appointments designated \* and \*\* are to be made from persons other than those sitting on any of the three boards from whom specific representation has been designated.

Members may be removed for cause, after notice and a hearing, by the appointing authority.

**b. Term of Office**

The term of office shall not commence until the member is sworn to the faithful performance of their office by the Town Clerk. The term of office shall expire upon the discharge of the Committee following the filing of its final report.

**c. Officers**

The Committee shall elect a Chair at their first meeting from amongst the members. The Chair shall prepare an agenda, preside at meetings, and act as spokesman for the Committee when so authorized. The Committee shall elect a Clerk who shall give notice of all meetings, record all proceedings, act as the keeper of the records, and act as Chairman in the absence of the Chair. Neither the Chair nor the Clerk may be from amongst the members who have been appointed to represent their respective boards.

**5.) Powers and Duties**

- 1.) Receive a briefing from the Planning Board Chair and Town Planner as to the reasons for its creation, the intent of the charge, the intended timeline, NH RSA 91-A, the use of emails, and the like, and the staff support which will be made available to it.
- 2.) Receive a briefing from staff on numerous reports and studies, including but not limited to, the:
  - Zoning Ordinance, land use regulations;
  - 2014 Master Plan Vision Statement;
  - Master Plan '13 survey and '08 decisions;
  - Village Sidewalk Study & Safe Routes to Schools;
  - 2012 Village Charrette;
  - Rt. 25 Corridor Study;
  - Blue Ribbon Commission on Community Services & Facilities and
  - Adele Taylor Property Use Committee
- 3.) Become familiar with how other communities may have addressed similar situations and what – if any lessons can be learned from their efforts.
- 4.) Conduct an input public hearing for the community at large and undertake such firsthand interviews of staff, business and property owners, state agencies and others as it shall deem warranted with which to prepare a plan for the Village.

## Sub-Committee on a Village Vision Continued

5.) Deliver a Report, which has been the subject of at least one public hearing, which:

- a.) Outlines guiding principles of the effort.
- b.) Catalogs and assesses the studies, interviews, testimony, and personal observations received and made;
- c.) Sets forth a boundary description of and a vision for the future of the Village;
- d.) Establishes Goals to be achieved;
- e.) Identifies alternatives for achieving the Vision;
- f.) May include the following:
  - Specific Action Steps with rationale;
  - Priorities;
  - Timeline;
  - Costs;
  - Sources of Funding; and
  - Estimates of Impacts upon the property tax.

**6.) Staff Support**

The Sub-Committee shall receive its primary staff and financial support through the Office of Development Services and such other support as it shall request through the Town Administrator.

**7.) Time for Completion**

The Sub-Committee shall prosecute its work with all due diligence. The intent is for the final report to be submitted to a joint meeting of the Planning Board and SelectBoard no later than January 6, 2015.

Approved and adopted this 29th day of January, 2014 by a unanimous vote of the Planning Board.

Certified as To a True and Accurate Vote



Tom Howard, Chairman  
Moultonborough Planning Board